Supporting Statement for Paperwork Reduction Act Submission
OMB Control Number 1018-XXXX

Research to Support Outdoor Recreation Management at Lake Umbagog National Wildlife Refuge

A. Justification

1. Explain the circumstances that make the collection of information necessary. Identify any legal or administrative requirements that necessitate the collection. Attach a copy of the appropriate section of each statute and regulation mandating or authorizing the collection of information.

The National Wildlife Refuge Improvement Act of 1997, which amended the National Wildlife Refuge System Administration Act (16 U.S.C. 668dd-668ee), guides planning and management of the National Wildlife Refuge System. The law identifies six priority wildlife-dependent recreational uses and provides a process for ensuring that these and other activities do not conflict with the management purpose and goals of each refuge. The Act also requires that the Fish and Wildlife Service develop a comprehensive conservation plan (CCP) for every refuge by the year 2012. A refuge CCP outlines goals, objectives, and management strategies for the refuge. It provides a vision and describes desired future conditions for the refuge. Development of a CCP for Lake Umbagog National Wildlife Refuge is ongoing and requires baseline information on recreation use and use patterns at the refuge. Since recreation use at this refuge is dispersed, the only feasible way to collect this information is through an onsite visitor survey. This type of information is especially important at Lake Umbagog National Wildlife Refuge as evidenced in U.S. Senate Report 108-341, which notes increasing concern at this refuge over growing recreational use and its potential impacts on sensitive wildlife populations.

2. Indicate how, by whom, and for what purpose the information is to be used. Except for a new collection, indicate the actual use the agency has made of the information received from the current collection. [Be specific. If this collection is a form or a questionnaire, every question needs to be justified.]

Managers at Lake Umbagog National Wildlife Refuge will use the information to make management and policy decisions. Baseline data about previous visits, group size, length of visit on the day of contact for this survey, limited socio-demographic information, and participation in a variety of wildlife-dependent and other recreational activities will provide refuge managers information about current use and users of the refuge and potential resource and social impacts associated with this use (see table below).

Questions on ...	Provide information to managers about ...
Visitor experience	Relative impact and extent of problem behaviors that visitors notice, including conflicting activities.
Wildlife disturbance	Whether or not visitors to the refuge understand what types of behavior cause impacts to wildlife.
Crowding	What areas of the refuge receive the most use and thereby have the most potential for wildlife disturbance and disruption of the visitor experience.
Fishing	Most commonly fished species, Methods used to catch different types of fish, and Potential interaction between fishermen and other sensitive species.
Camping	Extent and type of camping, Activities in which campers participate while at the refuge, Whether or not these activities are wildlife dependent, and How services can best be provided.

3. **Describe whether, and to what extent, the collection of information involves the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology, e.g., permitting electronic submission of responses, and the basis for the decision for adopting this means of collection. Also describe any consideration of using information technology to reduce burden [and specifically how this collection meets GPEA requirements.].**

The survey questionnaire is relatively short and we will collect survey responses onsite without the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology. We believe collecting this information onsite will enhance the accuracy of the information.

4. **Describe efforts to identify duplication. Show specifically why any similar information already available cannot be used or modified for use for the purposes described in Item 2 above.**

There is no other comparable source of information on recreational use of Lake Umbagog National Wildlife Refuge.

5. **If the collection of information impacts small businesses or other small entities (Item 5 of OMB Form 83-I), describe any methods used to minimize burden.**

The proposed information collection does not impact small businesses or other small entities.

6. **Describe the consequence to Federal program or policy activities if the collection is not conducted or is conducted less frequently, as well as any technical or legal obstacles to reducing burden.**

Lake Umbagog National Wildlife Refuge contains significant natural and recreational resources. We estimate that the area accommodates over 50,000 visits per year, which can result in significant resource and social impacts. Visitor use management frameworks are aimed at maintaining the quality of the visitor experience and protecting natural resources in the face of increasing visitor use. To carry out these frameworks, it is necessary to collect baseline information about current use and desired future conditions so that we can make informed management decisions, develop a comprehensive conservation plan, and protect important natural and recreational resources.

7. Explain any special circumstances that would cause an information collection to be conducted in a manner:

- **requiring respondents to report information to the agency more often than quarterly;**
- **requiring respondents to prepare a written response to a collection of information in fewer than 30 days after receipt of it;**
- **requiring respondents to submit more than an original and two copies of any document;**
- **requiring respondents to retain records, other than health, medical, government contract, grant-in-aid, or tax records, for more than three years;**
- **in connection with a statistical survey, that is not designed to produce valid and reliable results that can be generalized to the universe of study;**
- **requiring the use of a statistical data classification that has not been reviewed and approved by OMB;**
- **that includes a pledge of confidentiality that is not supported by authority established in statute or regulation, that is not supported by disclosure and data security policies that are consistent with the pledge, or which unnecessarily impedes sharing of data with other agencies for compatible confidential use; or**
- **requiring respondents to submit proprietary trade secrets, or other confidential information unless the agency can demonstrate that it has instituted procedures to protect the information's confidentiality to the extent permitted by law.**

No special circumstances exist.

8. If applicable, provide a copy and identify the date and page number of publication in the Federal Register of the agency's notice, required by 5 CFR 1320.8(d), soliciting comments on the information collection prior to submission to OMB. Summarize public comments received in response to that notice [and in response to the PRA statement associated with the collection over the past three years] and describe actions taken by the agency in response to these comments. Specifically address comments received on cost and hour burden.

Describe efforts to consult with persons outside the agency to obtain their views on the availability of data, frequency of collection, the clarity of instructions and recordkeeping, disclosure, or reporting format (if any), and on the data elements to be recorded, disclosed, or reported. [Please list the names, titles, addresses, and phone numbers of persons contacted.]

Consultation with representatives of those from whom information is to be obtained or those who must compile records should occur at least once every 3 years — even if the collection of information activity is the same as in prior periods. There may be circumstances that may preclude consultation in a specific situation. These circumstances should be explained.

On January 27, 2006, we published a notice in the Federal Register (71 FR 4607) that we intended to request OMB approval of our information collection associated with outdoor recreation management at Lake Umbagog National Wildlife Refuge. In that notice, we solicited public comments for 60 days, ending March 28, 2006. We received comments from one individual who objected to the use of Lake Umbagog NWR for hunting, trapping, and related recreational uses. The commenter did not address the necessity, clarity, or accuracy of the information collection, but suggested that we seek input from the public outside the local area of the refuge. The proposed survey will include a representative sample of all visitors to the refuge, both local and non-local. We did not make any changes to our information collection based on this comment.

We have made substantive efforts to involve representatives inside and outside the Fish and Wildlife Service to identify the types of information needed for planning and management at Lake Umbagog NWR. These representatives include refuge staff as well as staff of partner agencies and nonprofit organizations. We held two workshops with these representatives to help design the proposed visitor survey and review the resulting questionnaire.

9. Explain any decision to provide any payment or gift to respondents, other than remuneration of contractors or grantees.

We do not make any payments or gifts to respondents.

10. Describe any assurance of confidentiality provided to respondents and the basis for the assurance in statute, regulation, or agency policy.

We will ask respondents some demographic questions as well as questions about the type of recreation activities they engage in, but will not collect any personal identifying information. We will aggregate all information collected and use it only for statistical purposes.

11. Provide additional justification for any questions of a sensitive nature, such as sexual behavior and attitudes, religious beliefs, and other matters that are commonly considered private. This justification should include the reasons why the agency considers the questions necessary, the specific uses to be made of the information, the explanation to be given to persons from whom the information is requested, and any steps to be taken to obtain their consent.

This survey does not ask questions of a sensitive nature.

12. Provide estimates of the hour burden of the collection of information. The statement should:

- **Indicate the number of respondents, frequency of response, annual hour burden,**

and an explanation of how the burden was estimated. Unless directed to do so, agencies should not conduct special surveys to obtain information on which to base hour burden estimates. Consultation with a sample (fewer than 10) of potential respondents is desirable. If the hour burden on respondents is expected to vary widely because of differences in activity, size, or complexity, show the range of estimated hour burden, and explain the reasons for the variance. Generally, estimates should not include burden hours for customary and usual business practices.

- **If this request for approval covers more than one form, provide separate hour burden estimates for each form and aggregate the hour burdens in Item 13 of OMB Form 83-I.**
- **Provide estimates of annualized cost to respondents for the hour burdens for collections of information, identifying and using appropriate wage rate categories. The cost of contracting out or paying outside parties for information collection activities should not be included here. Instead, this cost should be included in Item 14.**

We will conduct sampling at access points to the refuge during the months of July and August. (The sampling protocol is described in item B1.) Total sample size will be approximately 500. This will require contacting approximately 650 visitors as we expect to achieve a response rate of approximately 80% (as described in item B3). We will ask each respondent to complete the questionnaire once. Time needed to complete the survey questionnaire is about 15 minutes. This estimate is based on asking nine volunteers to complete the draft questionnaire and on extensive experience in administering similar visitor questionnaires on public lands. The total burden is 125 hours (500 respondents x 15 minutes per respondent). The total cost to respondents for this survey is $2,125. We arrived at this figure by multiplying the estimated burden hours (125) by $17.00, the average hourly earnings in the U.S. nonagricultural industrial sector.

13. Provide an estimate of the total annual [non-hour] cost burden to respondents or recordkeepers resulting from the collection of information. (Do not include the cost of any hour burden shown in Items 12 and 14).

- **The cost estimate should be split into two components: (a) a total capital and start-up cost component (annualized over its expected useful life) and (b) a total operation and maintenance and purchase of services component. The estimates should take into account costs associated with generating, maintaining, and disclosing or providing the information [including filing fees paid]. Include descriptions of methods used to estimate major cost factors including system and technology acquisition, expected useful life of capital equipment, the discount rate(s), and the time period over which costs will be incurred. Capital and start-up costs include, among other items, preparations for collecting information such as purchasing computers and software; monitoring, sampling, drilling and testing equipment; and record storage facilities.**
- **If cost estimates are expected to vary widely, agencies should present ranges of cost burdens and explain the reasons for the variance. The cost of purchasing or contracting out information collection services should be a part of this cost burden estimate. In developing cost burden estimates, agencies may consult with a sample of respondents (fewer than 10), utilize the 60-day pre-OMB submission public**

comment process and use existing economic or regulatory impact analysis associated with the rulemaking containing the information collection, as appropriate.

* **Generally, estimates should not include purchases of equipment or services, or portions thereof, made: (1) prior to October 1, 1995, (2) to achieve regulatory compliance with requirements not associated with the information collection, (3) for reasons other than to provide information or keep records for the government, or (4) as part of customary and usual business or private practices.**

There are no nonhour costs to respondents.

14. Provide estimates of annualized cost to the Federal government. Also, provide a description of the method used to estimate cost, which should include quantification of hours, operational expenses (such as equipment, overhead, printing, and support staff), and any other expense that would not have been incurred without this collection of information. Agencies also may aggregate cost estimates from Items 12, 13, and 14 in a single table.

The total estimated data collection cost to the Federal Government for this proposed survey is $54,485. This includes salaries, benefits, travel and associated operating costs, and indirect costs (see table below). This includes all phases of the survey, including questionnaire design and review, field data collection, and statistical analysis and reporting.

	Project costs
Principal Investigator	$10,000
Fringe Benefits	3,900
Graduate Research Assistant	18,000
Wages	6,504
Supplies	500
Travel	4,000
Communications	500
Postage/shipping	500
Printing and Photocopying	1,500
Subtotal	45,404
Indirect Costs (26.0%)	9,081
Total	$54,485

15. Explain the reasons for any program changes or adjustments reported in Items 13 or 14 of the OMB Form 83-I.

This is a new information collection.

16. For collections of information whose results will be published, outline plans for tabulation and publication. Address any complex analytical techniques that will be used. Provide the time schedule for the entire project, including beginning and ending dates of the collection of information, completion of report, publication dates, and other actions.

The principal investigator will collect the data in July and August, code and tabulate the data in September and October, and report the results to staff of Lake Umbagog National Wildlife Refuge by December 31, 2006.

17. If seeking approval to not display the expiration date for OMB approval of the information collection, explain the reasons that display would be inappropriate.

We will display the expiration date.

18. Explain each exception to the certification statement identified in Item 19, "Certification for Paperwork Reduction Act Submissions," of OMB Form 83-I.

There are no exceptions to the certification statement.

B. Collections of Information Employing Statistical Methods

1. Describe (including a numerical estimate) the potential respondent universe and any sampling or other respondent selection method to be used. Data on the number of entities (e.g., establishments, State and local government units, households, or persons) in the universe covered by the collection and in the corresponding sample are to be provided in tabular form for the universe as a whole and for each of the strata in the proposed sample. Indicate expected response rates for the collection as a whole. If the collection had been conducted previously, include the actual response rate achieved during the last collection.

The potential respondent universe includes all visitors to Lake Umbagog National Wildlife Refuge during July and August 2006 who are 18 years of age and older. We will conduct sampling at the primary access points to the refuge. Interviewers will be stationed at these access points on randomly selected days and will select every N^{th} visitor to participate in the survey. The sampling interval will be chosen based on the use rates at each of the primary access points. Based on numerous similar surveys conducted at parks and related recreation areas, we expect the response rate to be at least 80 percent. The sampling days will be spread out over the days of the week with sampling occurring during daylight hours. During each sampling day, a trained surveyor will be stationed at a total of four access points to Lake Umbagog National Wildlife refuge. The sites include all primary access points to the water portion of the refuge. Within each sampling period, the surveyor will approach the first visitor to exit the site and ask them to participate in the survey. When the surveyor has completed his/her contact with the visitor the surveyor will ask the next Nth visitor to participate in the survey. This process will continue throughout the sampling day. Visitors will complete the onsite questionnaire in the presence of the surveyor, who will answer any questions that arise and collect the questionnaires upon completion. A series of short breaks for the surveyor will be designed into the sampling schedule.

Visitors exiting a site will be read the following script:

"Excuse me sir/ma'am. I am conducting a study for of visitors to Lake Umbagog National

Wildlife Refuge. Participation is voluntary, and all responses will be kept confidential. Would you be willing to answer a few questions about your use of this refuge? It will take about 15 minutes and will help determine how this refuge is managed"

If YES: "Thank you. Here is the questionnaire. Please answer all the questions that apply to you. If you have any questions, please ask me".

If NO: "Thank you anyway. I hope you enjoyed your visit".

2. Describe the procedures for the collection of information including:
- **Statistical methodology for stratification and sample selection,**
- **Estimation procedure,**
- **Degree of accuracy needed for the purpose described in the justification,**
- **Unusual problems requiring specialized sampling procedures, and**
- **Any use of periodic (less frequent than annual) data collection cycles to reduce burden.**

Basic sampling procedures are described above. Sampling days will be stratified on the basis of weekdays and weekend days. Based on previous experience in conducting similar surveys, it is expected that about 80% of visitors (or 500 individuals) will be willing to participate. Study findings are estimated to be accurate within 5 percentage points, based on a sample size of approximately 500 using a 95% confidence level. The number of people in each visitor party, and date and time of refusals will be recorded and reported on a refusal log. Little non-response bias is expected, and this will be tested to the extent possible by comparing selected characteristics of the sample population with characteristics observed and recorded in every group contacted (e.g. group size). The results of the check for non-response bias will be reported. The questions included in this survey have been designed and reviewed by the Principal Investigator, research staff and graduate students, and refuge and regional staff, and are similar to questions used at several other related areas.

3. Describe methods to maximize response rates and to deal with issues of non-response. The accuracy and reliability of information collected must be shown to be adequate for intended uses. For collections based on sampling, a special justification must be provided for any collection that will not yield "reliable" data that can be generalized to the universe studied.

Based on previous similar surveys at parks and other recreation areas, we expect the response rate to be at least 80 percent. Most visitors to refuges are inherently interested in conservation and most are willing to participate in surveys that will help inform management of related issues.

4. Describe any tests of procedures or methods to be undertaken. Testing is encouraged as an effective means of refining collections of information to minimize burden and improve utility. Tests must be approved if they call for answers to identical questions from 10 or more respondents. A proposed test or set of tests may be submitted for approval separately or in combination with the main collection of information.

The principal investigator has used similar survey questionnaires and associated sampling procedures at a number of parks and related recreation areas. These surveys achieved high response rates and provided useful and usable information for informing managers about planning and management issues in these areas. The previous surveys constitute important tests of procedures and methods that we will use in the proposed survey.

5. Provide the name and telephone number of individuals consulted on statistical aspects of the design and the name of the agency unit, contractor(s), grantee(s), or other person(s) who will actually collect and/or analyze the information for the agency.

Dr. Robert Manning, University of Vermont (802-656-3096) is the principal investigator for the Lake Umbagog survey. He is responsible for designing the survey questionnaire and sampling procedure and for collecting and reporting resulting information.